

Message Text

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ACTION NEA-10

INFO OCT-02 EUR-12 IO-13 ISO-00 SNM-05 DEAE-00 CIAE-00
INR-07 JUSE-00 NSAE-00 CTME-00 TRSE-00 USIA-06
NSC-05 OES-07 OMB-01 AID-05 /072 W
-----128308 250520Z /20

P R 250330Z JAN 78
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LIMITED OFFICIAL USE SECTION 1 OF 3 KABUL 0686

PARIS FOR DEA

E. O. 11652: NA
TAGS: SNAR, UN, AF
SUBJECT: IMPROVING DEA'S METHODS OF SUPPORT FOR UNFDAC/UNDND'S
ENFORCEMENT OPERATIONS IN AFGHANISTAN

REF: STATE 17787

1. PURSUANT TO THE DEPARTMENT'S REQUEST (REFTEL), DEA/KABUL HAS
AGREED TO PERMIT DISTRIBUTION OF THE FOLLOWING TWO DEA DOCUMENTS
TO ADDRESSEE POSTS.

2. TEXT OF THE INITIAL DEA/PARIS PROPOSAL OF LAST AUTUMN TO
IMPROVE UNNA MAGNUSSEN'S ENFORCEMENT PROGRAM:

BEGIN TEXT:
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AFGHAN ENFORCEMENT PROGRAM
(PROPOSAL)
OBJECTIVE
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(1.) INSURE THAT UNFDAC (US\$) FUNDED ENFORCEMENT PROGRAM HAS THE
PRIME INGREDIENT (PE/PI FUNDS) TO MAKE THEIR ENTIRE PROGRAM
WORTHWHILE.

PROPOSAL:
PROVIDE FUNDING TO THE UN NARCOTICS ADVISOR TO PAY FOR INFORMATION
AND REWARD, IN THE AMOUNT OF TWENTY THOUSAND U.S. DOLLARS

(\$20,000) PER QUARTER, FIVE THOUSAND DOLLARS (\$5,000) OF WHICH WILL BE UTILIZED FOR DIRECTED INVESTIGATIONS ON PRE-ESTABLISHED ENFORCEMENT TARGETS. THE ENFORCEMENT TARGETS WILL BE PRE-SELECTED AND AGREED UPON BY THE AFGHAN POLICE, THE UN ADVISOR AND DEA.

OBJECTIVE:

(2.) MOTIVATE AFGHAN POLICE TO TAKE ENFORCEMENT ACTION BY PROVIDING FUNDS TO INFORMANTS FOR ACTUAL ENFORCEMENT RESULTS.

PROPOSAL:

THE UN ADVISOR WILL INFORM DEA IN WRITING OF ALL INFORMATION OBTAINED FROM INFORMANTS, SUSPECTS AND/OR POLICE AS A RESULT OF DEA FUNDING. IN THE CASE OF REWARDS PAYMENTS, THE UN ADVISOR WILL FURNISH DEA WITH A PRE-ARREST, SEIZURE, INFORMANT DEBRIEFING REPORT, AND ARREST REPORT, IDENTIFIED PHOTOS OF THE SUSPECTS, VEHICLE OR MODE OF TRANSPORT, METHOD AND LOCATION OF CONCEALMENT AND EVIDENCE, PERSONAL HISTORY ON ALL ARRESTED OR IDENTIFIED SUSPECTS; A RANDOM SAMPLE OF THE EVIDENCE AND A POST-ARREST DEBRIEFING REPORT ON EACH SUSPECT AND THE INFORMANTS.

OBJECTIVE:

(3.) ESTABLISH A DESIRE AND CAPABILITY WITHIN THE AFGHAN ENFORCEMENT COMMUNITY TO TAKE INDEPENDENT ENFORCEMENT ACTION AIMED AT EFFECTIVELY DISRUPTING THE OPIUM TRAFFIC IN AFGHANISTAN.

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PROPOSAL:

DEA WILL BE GIVEN ACCESS TO THE INFORMANTS, THE POLICE AND/OR SUSPECTS FOR FURTHER DEBRIEFING WHEN DEEMED NECESSARY BY DEA IN FURTHERANCE OF OUR OBJECTIVES.

OBJECTIVE:

(4.) PREPARE PERIODIC COMPREHENSIVE REPORTS ON OPIUM CULTIVATION AND TRAFFIC TO ENABLE ENFORCEMENT OFFICIALS TO PROPERLY PLAN AND DIRECT PROGRAMS TO COMBAT THIS TRAFFIC.

PROPOSAL:

THE UN ADVISOR WILL ENSURE, AS A CONDITION TO THE RECEIPT OF THE FUNDS, THAT ALL AVAILABLE RESOURCES ARE UTILIZED TO EXPEDIENTLY RESPOND IN WRITING TO ALL REQUESTS FOR INFORMATION MADE BY DEA.

OBJECTIVE:

(5.) IDENTIFY MAJOR TRAFFICKERS AND DEVELOP AN INTELLIGENCE BASE, INCLUDING PRICES, PACKAGING TECHNIQUES, CONCEALMENT TECHNIQUES, TRAFFIC ROUTES AND ORGANIZATIONAL STRUCTURES.

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PARIS FOR DEA

PROPOSAL:
THE UN ADVISOR WILL ASSIST DEA IN A BI-ANNUAL EVALUATION OF THE
PROGRAM TO DETERMINE NEW AND ALTERNATE COURSES OF ACTION.
END OF TEXT

3. EXERPT FROM A MEMORANDUM OF DECEMBER 28, 1977, FROM ASAC
DAVID S. RAUB, DEA/KABUL, TO DEA/PARIS:

BEGIN TEXT
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PROPOSED AFGHANISTAN ENFORCEMENT PROGRAM

ON DECEMBER 24, 1977, AND DECEMBER 26, 1977, I MET WITH CHRISTIAN
MAGNUSSEN, THE U.N. NARCOTICS ADVISOR IN AFGHANISTAN. WE
SPECIFICALLY DISCUSSED THE AFGHANISTAN ENFORCEMENT PROGRAM
PROPOSAL, A COPY OF WHICH IS ATTACHED FOR REFERENCE.

FROM THE BEGINNING IT BECAME APPARENT THAT, OTHER THAN IN VERY
GENERAL TERMS, THIS WAS THE FIRST MR. MAGNUSSEN HAD HEARD OF THE
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PROGRAM. HIS REACTION TO IT WAS MIXED. ON THE ONE HAND, THE

FUNDS ON A QUARTERLY BASIS WILL CONSIDERABLY ASSIST IN THE ADMINISTRATION OF HIS PROGRAM. ON THE OTHER HAND, HE EXPRESSES SOME CONCERN OVER THE SPECIFICITY OF THE LANGUAGE DEALING WITH HIS OBLIGATIONS TO DEA IN EXCHANGE FOR RECEIPT OF THE FUNDS.

MR. MAGNUSSEN CONTENTS, AND I AM INCLINED TO AGREE WITH HIM, THAT THE KIND OF STATISTICS AND DETAILS WHICH ARE ROUTINELY AVAILABLE IN OTHER PARTS OF THE WORLD CONCERNING ARRESTS AND SEIZURES (AND CONSEQUENTLY ARE PART OF A NORMAL DEA REPORTING REQUIREMENTS) ARE NOT AVAILABLE IN AFGHANISTAN. THIS IS THE RESULT OF PRIMARILY THREE FACTORS:

- (1.) THE NATURE OF THE AFGHAN PEOPLE.
- (2.) THE SYSTEM OF LAWS BY WHICH AFGHANISTAN IS GOVERNED.
- (3.) THE TOPOGRAPHY OF THE COUNTRY AND ITS ISOLATION.

MR. MAGNUSSEN STATED THAT HIS OFFICE REPORTS ALL DETAILS AVAILABLE TO THEM AND CONTINUALLY URGES THE AFGHAN POLICE UNITS TO OBTAIN MORE COMPLETE INFORMATION IN ACCORDANCE WITH WESTERN STANDARDS. THE CRUX OF THE PROBLEM IS THAT DEA REQUIREMENTS GO FAR BEYOND THAT WHICH IS REQUIRED BY THE AFGHANISTAN GOVERNMENT OF THEIR POLICE OFFICIALS. THE REQUIREMENTS OF THE AFGHAN GOVERNMENT ARE NOT LIKELY TO CHANGE IN THE FORESEEABLE FUTURE.

AN ADDITIONAL STUMBLING BLOCK FOR MR. MAGNUSSEN, WHO WORKS THROUGH THE MINISTRY OF INTERIOR, IS THAT THE AFGHAN POLICE CEASE TO HAVE ANY INVESTIGATIVE POWER AFTER AN ARREST IS MADE. THE CASE IS REFERRED TO THE MINISTRY OF JUSTICE, WHICH HANDLES ALL FURTHER ACTIVITY WITH REGARD TO INVESTIGATION AND PROSECUTION. THIS MAKES THE COLLECTION OF INFORMATION ALL THE MORE DIFFICULT.

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WITH REGARD TO THE SECIFIC OBJECTIVES OF THE PROGRAM:

A: OBJECTIVE #1: PE/PI FUNDING:

MR. MAGNUSSEN ASKED WHAT WAS MEANT BY A "PRE-ESTABLISHED ENFORCEMENT TARGET." I EXPLAINED THAT MY INTERPRETATION IS AS FOLLOWS: MOST LIKELY BASED ON INFORMATION FROM OUTSIDE AFGHANISTAN, MR. MAGNUSSEN AND SAIC HURLEY WOULD DETERMINE TOGETHER THAT JOHN DOE IS OPERATING A HEROIN LAB IN AFGHANISTAN AND THAT SEIZURE OF THE LABORATORY REQUIRED SPECIAL ACTION. ACCORDINGLY, THE \$5,000.00 WOULD BE AVAILABLE TO ALLOW MAGNUSSEN'S OFFICE TO PURSUE THIS INVESTIGATION IN THE BEST MANNER POSSIBLE. IN EXPLAINED THAT THIS \$5,000.00 SEGMENT OF THE QUARTERLY ALLOTMENT WAS THEN EARMARKED FOR INVESTIGATIONS WHICH THE DEA REPRESENTATIVE IN CONJUNCTION WITH MR. MAGNUSSEN'S OFFICE CONSIDERED SIGNIFICANT. THE BALANCE OF THE MONEY, \$15,000.00 WOULD BE

AVAILABLE FOR USE AT MR. MAGNUSSEN'S DISCRETION FOR SEIZURE
INFORMATION AND REWARD. MR. MAGNUSSEN UNDERSTOOD AND ACCEPTED
THE EXPLANATION.

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PARIS FOR DEA

B. OBJECTIVE #2: MOTIVATING AFGHAN POLICE:

MR. MAGNUSSEN IS CONCERNED WITH THE REQUIREMENT FOR DETAIL NOT
NORMALLY AVAILABLE AS A RESULT OF ENFORCEMENT ACTIVITY IN
AFGHANISTAN, AS MENTIONED ABOVE. SPECIFICALLY WITH REGARD TO PRO-
VIDING SAMPLES OF SEIZURES, MR. MAGNUSSEN STATED THAT HE HAS
DONE THIS IN THE PAST AND WILL CONTINUE TO DO SO IN THE FUTURE
WHEN POSSIBLE. HE DID STATE, HOWEVER, THAT HIS UNDERSTANDING OF
THE SINGLE CONVENTION INDICATES THAT THIS IS PROHIBITED AND IF
THE TIME COMES THAT THE AFGHAN OFFICIALS QUESTION HIS ACTION
AND FORBID HIM TO CONTINUE THIS PROCEDURE, HE WILL HAVE TO
COMPLY.

C. OBJECTIVE #3: INFORMANTS:

MR. MAGNUSSEN STATES THAT EVEN HE DOES NOT ALWAYS HAVE ACCESS
TO AFGHAN POLICE INFORMANTS. FOR HIM TO INSIST ON UNLIMITED
ACCESS EVEN FOR HIS OFFICE WOULD RESULT IN A MARKED DECLINE IN
INFORMATION AND SEIZURES. TO INSIST ON DEA ACCESS "AS DEEMED
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NECESSARY BY DEA" WOULD SIMPLY NOT WORK WITH THE AFGHANS. HE HAS PROVIDED DEA ACCESS WHEN POSSIBLE IN THE PAST AND WILL CONTINUE TO DO SO.

D. OBJECTIVE #4: PERIODIC COMPREHENSIVE REPORTS:

MR. MAGNUSSEN QUESTIONS WHETHER DEA WOULD BE SATISFIED WITH REALISTIC RESPONSES TO THE EFFECT THAT THE REQUIRED INFORMATION DOES NOT EXIST. WHILE MR. MAGNUSSEN CAN ENSURE AN EXPEDIENT RESPONSE TO REQUESTS, HE CANNOT ENSURE THAT THE RESPONSE WILL PROVIDE DEA WITH ANY ANSWERS.

E. OBJECTIVE #5: IDENTIFY MAJOR TRAFFICKERS:

MR. MAGNUSSEN SEES NO DIFFICULTIES WITH THIS.

TO SUM UP THIS SEGMENT OF THE MEMO, I UNDERSTAND MR. MAGNUSSEN TO BE SAYING THAT HE AGREES WITH THE OVERALL OBJECTIVES OF THE PROGRAM. HE IS RELUCTANT TO AGREE, EXPECIALLY IN WRITING, TO A SERIES OF OBLIGATIONS WHICH HE KNOWS HE CANNOT REALISTICALLY COMPLY WITH, GIVEN THE CONDITIONS UNDER WHICH HE OPERATES. HE IS UNDERSTANDABLY NOT ANXIOUS TO AGREE TO OBLIGATIONS WHICH COULD, AT SOME TIME IN THE FUTURE, CAUSE HIS HEADQUARTERS TO UNFAIRLY QUESTION THE PERFORMANCE OF HIS OFFICE. MR. MAGNUSSEN ADMITS READILY THE NEED FOR THE FUNDS WHICH THIS PROGRAM WILL MAKE AVAILABLE AND ACKNOWLEDGES HIS DESIRE TO COOPERATE WITH DEA AS FULLY AS POSSIBLE WITHIN THE LIMITS OF HIS AUTHORITY.
END TEXT.

4. AS OF THE PRESENT TIME, MAGNUSSEN HAS NOT BEEN ASKED TO BE IN EUROPE IN FEBRUARY. HE WOULD LIKE TO GO THERE, HOWEVER, IN ORDER TO BE ABLE TO DISCUSS OUTSTANDING ISSUES, LIKE THE ABOVE PROPOSAL, WITH HIS UN SUPERIORS AND DEA/PARIS.

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Message Attributes

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